Raine Island National Park
Management Statement 2013

| Park size: | 40ha |
| Bioregion: | East Cape York Marine |
| QPWS region: | Great Barrier Reef Marine |
| Local government estate/area: | Cook Shire Council |
| State electorate: | Cook |

Legislative framework

- Aboriginal Cultural Heritage Act 2003
- Environment Protection and Biodiversity Conservation Act 1999
- Marine Parks Act 2004
- Native Title Act 1993 (Commonwealth)
- Nature Conservation Act 1992
- Torres Strait Islander Cultural Heritage Act 2003

Plans and agreements

- Bonn Agreement
- China–Australia Migratory Bird Agreement
- Great Barrier Reef Zoning Plan 2003
- Japan–Australia Migratory Bird Agreement
- Marine Parks (Great Barrier Reef Coast) Zoning Plan 2004
- Raine Island National Park (Scientific) ILUA [QI2006/044]
- Recovery plan for Marine Turtles in Australia
- Republic of Korea – Australia Migratory Bird Agreement
- The Great Barrier Reef Intergovernmental Agreement 2009

Raine Island. Photo: NPRSR
Vision

Raine Island National Park is an iconic coral island refuge for vulnerable species including seabirds and sea turtles, which supports exceptional conservation, cultural and scientific values where the processes of nature are permanently protected from human disturbance.

Raine Island National Park is managed to preserve and protect the area’s internationally significant biological and cultural resources including the significance of the area to Aboriginal and Torres Strait Islander people(s). The management of this protected area and the adjoining marine park area is to the extent permitted by law, complementary and co-ordinated across relevant agencies.

Indigenous cultural resources, values and practices are recognised, respected and protected. Aboriginal and Torres Strait Islanders, in particular those groups who assert that they are the holders of native title in relation to Raine Island National Park and the adjoining marine park areas, are meaningfully involved in the planning for, and management of these resources.

Management intent

Raine Island, Moulter Cay and MacLennan Cay collectively make up the Raine Island National Park. The whole of the national park is declared as a special management area (scientific). This includes:

- activities or measures to protect the area’s exceptional scientific values
- controlled scientific study
- monitoring of the area’s natural resources
- controlling threatening processes relating to threatened wildlife, (including processes caused by other wildlife) and

Raine Island National Park supports:

- a significant cultural and story place for Aboriginal and Torres Strait Islander people
- the world’s largest known rookery for the internationally vulnerable green turtle *Chelonia mydas*
- the most diverse, and arguably the most significant, seabird rookeries in the Great Barrier Reef World Heritage Area
- a stone beacon constructed on Raine Island in 1844, which is a landmark of national cultural significance (listed on the State Historic Inventory Record, and the Commonwealth National Estate Database).

The State of Queensland negotiated an Indigenous Land Use Agreement (ILUA) with the Wuthathi People and the Erubam, Meriam and Ugarem Le, concerning the Raine Island National Park (Scientific) and surrounding waters (extending three nautical miles from the high water mark of Raine Island, MacLennan Cay and Moulter Cay). The area of land and sea that is the subject of the Indigenous Land Use Agreement is referred to as the ‘Agreement Area’ in this Management Statement. Raine Island National Park (Scientific) was converted to Raine Island National Park on 28 March 2014. This was as part of tenure reforms within the Nature Conservation Act 1992. The area was created as a Special Management Area (Scientific) during the tenure conversion process.

The Wuthathi People identify as the Traditional Owners and holders of native title rights and interests in the Agreement Area, including holding custodial rights to speak for, govern and manage native title rights in the Agreement Area. The Erubam, Meriam and Ugarem Le identify as holders of native title rights and interests in the Agreement Area. The Wuthathi, Erubam, Meriam and Ugarem people have collectively agreed to be identified as the Indigenous Parties for the purpose of the Indigenous Land Use Agreement and this management statement. This management statement and the Indigenous Land Use Agreement are intended to facilitate meaningful involvement of the Indigenous Parties in the management of the national park and adjacent marine park(s), and to provide a management framework that is consistent with their aspirations and interests. The involvement of Traditional Owner groups will form an important component of all management activities.

National parks must be managed in a manner that is consistent with the management principles in the Nature Conservation Act and the Department of National Parks, Recreation, Sport and Racing (NPRSR) Queensland Parks and Wildlife Service (QPWS) Regional Policy – Assessing applications for access to Raine Island National Park (Scientific) and the surrounding Marine Park Restricted Access Special Management Areas (including Moulter Cay and MacLennan Cay). Access to Raine Island National Park will be strictly controlled by permit. Requests for access will be assessed against legislation, departmental policy, and planning requirements, taking into account the input of the Indigenous Parties and relevant agencies such as the Great Barrier Reef Marine Park Authority (GBRMPA).
The primary purposes of management are to:

- ensure that the area’s biological diversity, scientific values and species of conservation significance, particularly nesting seabirds including the endangered Herald petrel *Pterodroma heraldica*, vulnerable red-tailed tropicbird *Phaethon rubricauda* and the internationally endangered green turtle *Chelonia mydas*, are protected to the highest possible extent
- maintain Raine Island National Park as an area where natural processes may continue to evolve free from unauthorised human disturbance. Access to the national park will be strictly controlled in accordance with the management principles of the Nature Conservation Act, NPRSR QPWS Regional Policy and marine park restrictions applying within the State and Commonwealth Restricted Access – Special Management Areas (RA-SMAs). Regardless of the type of activity proposed, a permit to enter the national park Special Management Area (Scientific) will only be granted when it can be demonstrated that there will be a net benefit to the area’s exceptional values
- prevent the introduction of new pest plant or pest animal species and where feasible eradicate any introduced plants or animals
- protect the cultural and historical values of Raine Island including the tower (1844), gravestone, related relics, and cultural ‘fabric’
- ensure that the rights and interests of the Indigenous Parties, including native title rights and interests are recognised, respected, protected and presented (where appropriate) within the context of co-operative management arrangements
- ensure that approved activities to be undertaken on the national park, including activities to be undertaken by the Indigenous Parties, are consistent with supporting legislation, policy and management agreements
- ensure that management of the national park and adjacent marine parks is consistent, sustainable and scientifically robust.

**Basis for management**

Raine Island National Park is situated within the Great Barrier Reef World Heritage Area, inscribed on the World Heritage Register in 1981 as an outstanding example of coral reef evolution, geology and biology. The Great Barrier Reef Intergovernmental Agreement 2009 details the commitment of both Commonwealth and State governments to the integrated and collaborative management of marine and land environments within the Great Barrier Reef World Heritage Area.

The World Heritage area supports the protection of species of conservation significance including migratory species. Provisions of the *Environment Protection and Biodiversity Conservation Act 1999* (Commonwealth) apply as this legislation is triggered by threats to World Heritage values, Commonwealth Marine Areas and the presence of migratory species. Migratory species are listed under the Bonn Convention, the China-Australia Migratory Bird Agreement, Japan-Australia Migratory Bird Agreement and Republic of Korea-Australia Migratory Bird Agreement.

This management statement applies to Raine Island National Park and adjoining tidal lands within the Great Barrier Reef Coast Marine Park (State). The national park and State marine park share a common boundary at high water mark.

**National Park Management**

NPRSR is responsible for management of the Raine Island National Park in accordance with the Nature Conservation Act and supporting regulations. Section 17 of the Nature Conservation Act specifies the management principles for national parks.

Plant and animal species of conservation significance are listed as endangered, vulnerable and near threatened under the Nature Conservation (Wildlife) Regulation 2006. NPRSR is also responsible under the *Land Protection (Pest and Stock Route Management) Act 2002* for controlling declared pest plants and animals on protected areas.

NPRSR management of the national park is informed by adaptive and strategic scientific research and monitoring directed primarily toward vulnerable species, island geomorphology, and ecosystem processes. Where there is uncertainty, conflicting, or inadequate information to support management decisions then the precautionary principle will be applied.

Complementary management of terrestrial (national park) and marine (marine park) environments reflect ecosystem linkages and the mobility of vulnerable species. The management of terrestrial and marine environments within the Great Barrier Reef involves multiple agencies. As such, this management statement is intended to complement other relevant operational plans, agreements, species plans, research strategies and policies as these are necessarily developed and adapted.
Marine Parks management

The tidal lands and waters surrounding Raine Island National Park were declared part of the Inshore Segment of the Outer Islands Management Area of the Great Barrier Reef Coast Marine Park (State) in 2006. The State marine park is managed in accordance with the purpose of the Marine Parks Act 2004 and the objects to be achieved for the zones of the State marine park, as outlined in Marine Parks Regulation 2006. The boundary of the Outer Islands Management Area is described in the Marine Parks (Declaration) Regulation 2006 and includes tidal lands and waters landward of the coastal 5km line around Raine Island, Moulter Cay and MacLennan Cay.


The Queensland Parks and Wildlife Service of DNPRSR is the primary agency responsible for field management of the State and Commonwealth marine parks, as recognised in the Great Barrier Reef Intergovernmental Agreement.

The complementary provisions of the Marine Parks (Great Barrier Reef Coast) Zoning Plan 2004 (State) and Great Barrier Reef Marine Park Zoning Plan 2003 (Commonwealth) manage visitor use in the marine parks surrounding Raine Island National Park. The reefs and waters surrounding the national park are zoned ‘Marine National Park Zone’ under both State and Commonwealth zoning plans.

To enhance management of vulnerable species the tidal lands and waters adjacent to Raine Island Reef, Moulter Cay Reef and MacLennan Cay Reef were declared Restricted Access Special Management Areas under the Great Barrier Reef Marine Park Zoning Plan (Commonwealth), Great Barrier Reef Marine Park Regulations (Commonwealth) and Marine Parks (Great Barrier Reef Coast) Zoning Plan (State). Restricted Access Special Management Areas generally must not be entered without written permission from NPRSR and the Great Barrier Reef Marine Park Authority. This management statement is complemented by a Joint Agency Position Statement (policy) between NPRSR and the Great Barrier Reef Marine Park Authority, which details the management intent of the Restricted Access Special Management Areas. The State and Commonwealth marine parks surrounding Raine Island National Park are also a part of the Remote Natural Area under the Great Barrier Reef Marine Park Zoning Plan (Commonwealth) and Marine Parks (Great Barrier Reef Coast) Zoning Plan (State).

Indigenous heritage

The Raine Island National Park Management Statement is intended to facilitate the involvement of the Indigenous Parties in the management of Indigenous cultural heritage within the national park and the broader Indigenous Land Use Agreement Area. The Management Statement is not intended to ‘affect’ any native title rights and interests within the Agreement Area, as defined by the Native Title Act 1993 (Commonwealth). Cultural heritage places are managed under the Queensland Heritage Act 1992 and the Aboriginal Cultural Heritage Act 2003. Cultural resource management should be in accordance with the Charter for the Protection and Management of Archaeological Heritage and the Burra Charter, which provide detailed guidelines for the management of cultural heritage places.

Location and regional context

Raine Island National Park incorporates three vegetated coral cays: Raine Island (21ha), Moulter Cay (8.6ha) and MacLennan Cay (<2ha) situated near the continental shelf in the north of the Great Barrier Reef. These cays lack significant ecological influence from the mainland coast and share some attributes with oceanic cays located in the Coral Sea. The national park is situated in the East Cape York Marine Bioregion approximately 170km south-east of the tip of Cape York Peninsula. The cays are located near the continental shelf with adjacent water depths of more than 300m (appendix A maps 1 & 2).

Raine Island (11°36’S, 144°01’E) is the largest shelf edge vegetated cay in the Great Barrier Reef which sits on top of a 210ha planar detached reef (GBRMPA zoning map identifier 11-243). Raine Island is by far the most important of the three islands with ecological, historical and cultural values that precede European discovery of Australia’s eastern seaboard and which are of national and international significance. These values include:

- scientific records from 1843 to 2012 identifying a total of 84 bird species including 16 breeding species, five of which are considered uncommon or of conservation significance in Queensland
- the world’s largest remaining rookery for the internationally endangered green turtle Chelonia mydas and has been a nesting site for green turtles for more than 1000 years
- a stone beacon which remains the oldest colonial stone building in the State
The Indigenous Land Use Agreement (Area Agreement QI2006/044) recognises the importance of Raine Island to Aboriginal and Torres Strait Islander Traditional Owners and provides a formal management link between the State and the Traditional Owners.

In keeping with world best practice management, no public facilities are provided on these islands and infrastructure that conflicts with the natural and cultural values will not be permitted. Consistent management arrangements and close co-operation between NPRSR, GBRMPA and the Indigenous Parties is intended to ensure that the special values of these islands, cays, and reefs are protected.

Moulter Cay (maps 1 & 2) is situated on the north-west tip of an unnamed reef (11-130) unofficially referred to as Pandora Reef (after the wreck of the *HMS Pandora*). MacLennan Cay is situated on the western end of a small barrier reef (11-070). These small outer barrier cays are low (relative to sea level) and therefore vulnerable to sea level rise and increasing cyclone frequency and severity. The importance of the national park, and its potential vulnerability, highlight the need to address knowledge gaps and to better understand how cays may be impacted by significant events.

**Protecting and presenting the park values**

**Landscape**

The oceanic cays that constitute the Raine Island National Park are believed to have been formed during the last 4700 years following the post–glacial sea level rise. Geological studies indicate that the modern Raine Island reef sits 11m above the top of the Pleistocene foundation. Reef morphology has evolved from lagoonal (4000 years ago) to shallow lagoonal (1000 years ago) to a planar reef (from 1000 years to present). Cay formation is thought to have occurred in four significant steps:

1. initial cay formation at the leeward end of the reef
2. formation of the phosphate cemented layer (from seabird guano) by solution and re-deposition
3. erosion and scarp formation to form a concentric phosphate rock cliff
4. sand accumulation to form the modern beach profile.

This record of evolution affords unique opportunities to research and monitor interrelationships between island geomorphology, climate, and the sustainability of marine species such as seabirds and sea turtles, free from localised anthropogenic effects. Geomorphological research opportunities include:

- pleistocene / holocene reef development
- oceanic cay formation and evolution
- phosphate capping
- three dimensional mapping of cemented deposits (beach rock, phosphatic sandstone and ‘bryme rock’)
- the impact of cemented deposits, sea level and rainfall patterns upon cay hydrology
- wet season subsurface interaction between fresh water outflow and tidal pumping
- cay dynamics, beach/berm monitoring, sediment budgets and tide and wave effects
- the impact of phosphate cliffs in obstructing turtle nesting
- enhanced sustainability of vegetation, seabirds and sea turtles through strategic manipulation of island processes.

In its present form Raine Island is a vegetated cay approximately 830m long and 430m wide and consisting of four clearly defined concentric zones; the beach, phosphate rock cliff (derived from bird excrement), vegetated ridge and central depression (map 3). While cay vegetation is tolerant to environmental extremes, the national park is exposed and is subject to erosion, accretion, tidal inundation and wave effects. It is notable that there are no deep rooted trees, nor is there any historical or scientific evidence to suggest that trees have ever occurred on Raine Island.

The landscape values of Raine Island were severely altered between 1890 and 1892 through the mining of tens of thousands of tons of guano (phosphate deposits). Landscape disturbance also occurred as a result of the introduction of goats, and the operation of a beche-de-mer fishery on the island. The central depression is largely the result of guano mining and the earlier construction of the beacon. It is clear that these activities would have severely impacted upon the islands vegetation, seabirds and turtles, however the indirect consequences of disturbance are less clear and may include impacts upon the island’s water table (hydrology). The hydrology of Raine Island is important as layered subsurface rock may cause ponding of rain water and tidal sea water, groundwater elevation and detrimental impacts upon turtle nesting and egg incubation. Groundwater impacts upon green turtles are likely to be exacerbated where sand depth is reduced by erosion.
Scientific studies of Raine Island since 1967 confirm the dynamic nature of the beach berm with significant periods of erosion and accretion recorded. The overall trend suggests that the island’s volume may be in delicate balance but its shape may be in a phase of narrowing from the east near the beacon and elongation towards the west. Localised sediment plume loss has been noted in an area close to the former location of the 1890s jetty constructed to support guano mining. It is possible that an indentation in the reef edge at this north western point of the island was partly man made to enable jetty construction and ship loading operations.

Observations suggest that some coral sand is exported from Raine Island at this point on the reef however reef sediment loss also occurs on unmodified platform reefs. A recent study (Hopely 2008) suggests that there was a net gain of approximately 14,000m³ of sediment during the previous 40 years and a net gain of approximately 45,000m³ of sediment during the previous decade. Dawson and Smithers (2010) demonstrated that the volume of sediment deposited on Raine Island between 1967 and 2007 increased by approximately 68,000m³ and that accretion rates varied significantly seasonally and from year to year.

Priority ecological studies are required in the context of:
- potential mortality effects on sea turtle hatching success (nest flooding in the lowered swale due to either tidal transmission into the island aquifer, rainwater inundation and possible future sea level rise)
- reduced nesting success of sea turtles due to inadequate sand depth (lowered swale resulting in sea turtles hitting underlying rock while digging egg chambers)
- significant recorded declines in seabird nesting
- determining climate change indicators/triggers relevant to the national park.

MacLennan Cay consists of a small (< 50m diameter) coral sand and shingle mound with beach rock on the eastern side. Records from the early 1980s confirm that at that time MacLennan Cay was significantly larger and of sufficient height to maintain a moderate level of seabird breeding and a central sparsely vegetated zone comprising low herbs and grasses. February 2010 surveys confirm that MacLennan Cay is now un-vegetated and in its present configuration the cay is unlikely to support seabird nesting.

Moulter Cay is composed of a wide coral sand beach adjoining a vegetated depression with a low (<1m high), discontinuous cliff of loosely cemented coralline rock surrounding a raised central vegetated platform up to three metres above high water mark. Phosphate rock cliffs on Raine Island and Moulter Cay provide a natural barrier that prevents turtles accessing the central vegetated seabird breeding areas.

### Desired outcome 2020

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<tbody>
<tr>
<td>There are no visible signs of contemporary human impact on the national park landscape values except as required for environmental management or protection reasons.</td>
<td>A1. Permanent structures or activities resulting in landscape impacts will not be permitted on the islands except where these are required to enhance conservation management on the national park.</td>
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<td>Management programs are adaptive and consider the critical relationships between cay geomorphology and the ecology of the park.</td>
<td>A2. NPRSR will coordinate and support research and monitoring programs aimed at monitoring cay movement, hydrology and potential negative impacts upon turtle breeding success.</td>
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<tr>
<td>A3. In partnership with other agencies including research institutions, NPRSR will develop species sustainability risk assessments for the national park which considers potential climate change impacts upon cay geomorphology.</td>
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### Native plants

The plant community on Raine Island has been severely disturbed by historical events such as the introduction of goats (1840s) and phosphate mining (1890s). Despite earlier impacts, plant species assemblages appear to have been relatively stable since the early 1970s. The breeding success of a number of bird species may depend on the continuing viability of specific vegetation types. Regional Ecosystems are not yet mapped for Raine Island National Park.

On Raine Island vegetation consists of a low mat of grasses, herbs, and shrubs, comprising 13 species recorded since 1973. Another species, the herb *Lepidium englerianum* has not been recorded since 1973. Raine Island vegetation is thought to be derived almost exclusively from drift seeds probably from Coral Sea islands rather than the Great Barrier Reef region itself. This process may influence vegetation change over time. Notably the grass *Lepturus repens* may play an important role in island stability, erosion control, and seabird nest habitat.
The various zones at Raine Island provide specialised habitat requirements such as earth mounds and cliff cavities for nesting seabirds such as wedge-tailed shearwaters *Puffinus pacificus* and red-tailed tropicbirds *Phaethon rubricauda*. The location and success of summer seabird breeding is affected to a varying extent by the vegetation disturbance that results from turtle nesting.

On Moulter Cay seven plant species have been recorded: two grasses; *Lepturus repens, Dactyloctenium aegyptium*, three herbs; *Tribulus cistoides, Achyranthes aspera, Portulaca oleracea* and two shrubs *Boerhavia diffusa, Sesbania cannabina*. The island’s grasses and herbs can be severely disrupted by storm events, extended dry seasons and during summer turtle nesting seasons but revegetation normally occurs after significant rainfall.

During the 1980s the central vegetated zone on MacLennan Cay contained three plant species; a tussock grass *Lepturus repens*, herb *Portulaca olerace*, and low shrub *Boerhavia diffusa*. The island’s narrow shape and exposure to weather and storm surge may have contributed to a reduction in size and height of the cay and the complete loss of vegetation observed in February 2010.

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<td>The present vegetation structure and integrity of the islands remains intact with any changes resulting from natural processes.</td>
<td>A4. Island vegetation including the important grass <em>Lepturus repens</em> will be monitored to identify any changes that may be attributed to human use.</td>
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### Native animals

Raine Island is recognised as the most diverse and arguably the most significant rookery in the Great Barrier Reef region for seabirds and represents the world’s largest remaining rookery for the vulnerable green turtle *Chelonia mydas*. Raine Island is the only known nesting site for the critically endangered Herald petrel *Pterodroma heraldica* in Australian waters. Red tailed tropic birds *Phaethon rubricauda* vulnerable, also nest in small numbers. Analysis of annual seabird population counts (Batianoff & Cornelius 2005) over a 24 year period between 1979 and 2003 indicate a decline in 13 out of 16 breeding seabird species, with combined averages for all 16 species indicating a reduction in population by 16,347 birds or 69.7%.

The location of Raine Island in a major reef passage on the continental shelf slope suggests that it is an area of probable shelf edge nutrient up-welling in the surrounding waters. While this remains speculative, the seasonal presence of dense populations of turtles and seabirds on the island implies that important links exist between oceanographic conditions, food webs and nesting behaviour. Large feeding aggregations of sharks during turtle activity highlight the area’s ecological connections.

The recorded decline in seabirds at Raine Island suggests that management of these species will require a greater understanding of the links between oceanography around Raine Island National Park and the planktonic species and fish that form the diet of nesting seabirds. Declining global sea turtle populations emphasise the international importance of the Raine Island turtle rookery. This rookery faces real threats, for example one of the largest nesting events recorded in December 1996 is thought to have been compromised by elevation of the Raine Island water table from rainfall and exceptionally high tides (Limpus et al 2003). Such events underline the need to continue turtle population monitoring studies as well as adopting a strategic approach to assess current and future risks, and to identify management actions that can be taken to maintain or enhance turtle reproductive success. Unauthorised access is difficult to manage and poses a threat to the park’s native animals. The area’s remoteness has contributed to inappropriate historical activity such as the harvesting of clams (1984 reports). Recorded incursions of foreign fishing vessels (2006) in far northern Great Barrier Reef waters suggest that illegal harvesting of marine resources remains a low yet potential threat to the national park.

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<td>The general decline in seabird breeding at Raine Island over the past two decades is stabilised and indications of population recovery are apparent.</td>
<td>A5. All seabird breeding populations are actively monitored at least twice per year (summer and winter) and trend patterns are reported to inform research strategies.</td>
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<td>The Raine Island green turtle <em>Chelonia mydas</em> rookery continues to function as the world’s largest remaining rookery.</td>
<td>A6. Appropriate response strategies including long term research studies are implemented to address environmental threats to sea turtle nesting viability.</td>
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<td>Viable breeding populations of endangered Herald petrels <em>Pterodroma heraldica</em> and vulnerable red tailed tropic birds <em>Phaethon rubricauda</em> continue to nest on Raine Island.</td>
<td>A7. NPRSR monitoring programs will include as a priority task the ongoing study of breeding success of endangered Herald petrels <em>Pterodroma heraldica</em> and vulnerable red tailed tropic birds <em>Phaethon rubricauda</em> on Raine Island.</td>
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### Desired outcome 2020
The national park remains fully protected from human disturbance.

### Actions and guidelines

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<td>A8.</td>
<td>NPRSR and other agencies eg. GBRMPA and CoastWatch will undertake surveillance of the national park to detect and prevent human interference to nesting seabirds and turtles.</td>
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<td>A9.</td>
<td>Vessel and aircraft surveillance programs and public information effectively deter illegal access to the Raine Island National Park Special Management Area (Scientific) and the Restricted Access Special Management Areas.</td>
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The direct and indirect impact of any major environmental impact on the park’s native animals is known and, where possible, ameliorated

### Actions and guidelines

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<td>A10.</td>
<td>As soon as practicable after the reporting of any major environmental impact on the national park, NPRSR will task a survey/monitoring patrol to assess and record impacts upon native animals. This information will be used to develop and implement any necessary management response.</td>
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### Indigenous culture
The Torres Strait Islanders from eastern Torres Strait, Murray, Darnley and Stephen islands sailed large dugout canoes, which visited the area prior to European arrival. The Wuthathi People maintained cultural and social contacts with the Torres Strait Islanders to the north. These peoples used the islands, reefs, and waters of the outer barrier extensively from the 1840s in response to the growing commercial exploitation of turtles, pearls and trochus, and later also beche-de-mer. The presence of eastern Torres Strait Islander inscriptions carved on the Raine Island tower highlight the mobility and occupational habits of these people, both in co-operation with European ventures and Islander owned and crewed vessels.

The islands and surrounding reefs are of cultural significance to the Indigenous Parties (map 4). The Raine Island National Park (Scientific) Indigenous Land Use Agreement has been negotiated between the Indigenous Parties and the State of Queensland (represented by the former Environmental Protection Agency). This agreement now relates to Raine Island National Park and its Special Management Area. No systematic assessment of the national park indigenous cultural values has been undertaken and these values are not fully understood.

### Desired outcome 2020
The cultural heritage of the national park is known and protected in continuing association with the Indigenous Parties.

### Actions and guidelines

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<td>A11.</td>
<td>Cultural heritage actions contained in the Indigenous Land Use Agreement are implemented in association with the Indigenous Parties.</td>
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<td>A12.</td>
<td>The cultural values of the islands are documented in conjunction with the Indigenous Parties.</td>
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<td>A13.</td>
<td>Manage sites and values under an agreement with Indigenous Parties and relevant partners according to current best practice.</td>
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<td>A14.</td>
<td>NPRSR will collaborate on a regular basis with identified Traditional Owners including where appropriate, the Torres Strait Regional Authority and Wuthathi Land Trust representatives in relation to emerging and current research and management initiatives affecting the Agreement Area to facilitate involvement of the Indigenous Parties and information dissemination to the respective groups.</td>
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<td>A15.</td>
<td>The Indigenous Parties will be involved with NPRSR in the assessment of permits for entry to the national park.</td>
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Shared-history culture
A visit to Raine Island by Captain Thomas Raine in 1815 subsequently led to passing ships collecting seabirds, eggs and turtles for food. At least twenty-one 18th and 19th century sailing ships were shipwrecked in the Raine Island area. Only three of these wrecks, including the *HMS Pandora*, have been located. As an aid to ships traversing this part of the reef, a 14 metre stone beacon was constructed on Raine Island in 1844. This significant undertaking was recorded by the expedition geologist J. Beetee Jukes who published the first drawing of the island and tower. The double-walled tower was built by convict labourers and remains the oldest colonial stone building in the State of Queensland. Today the beacon includes 900 legible carved or painted inscriptions including Erubam, Meriam, and Ugarem Le names (see pages 1, 2, and 19).

Thousands of years of seabird occupation of Raine Island resulted in significant deposits of guano attracting commercial interest as early as 1865. J.T. Arundal Company commenced commercial mining (1890–1892), obtaining a lease over the entire island with construction of tram tracks, locomotive transport, a loading jetty at the north-west area of the island and employment of 100 Chinese and Malay workers with European supervisors. It is estimated that tens of thousands of tonnes of fertiliser were dug and exported mostly to Europe, resulting in the central depression (still a major feature of the island landscape today). Documented history indicates that Raine Island was inhabited for extended periods on three occasions; during the building of the navigation beacon, by the beche-de-mer fishery crews in the 1870s, and later by guano miners. During these occupations, turtles, birds, and reef animals including giant clams formed the staple diet. The grave and headstone of Annie Eliza, mother of the mine manager, who died in 1891, is a potent reminder of the hardships endured by the island’s inhabitants.

Little or no cultural evidence remains of the beche-de-mer fishing and the tramline and jetty constructed during guano mining. A number of significant archaeological investigations/works were undertaken at Raine Island in 1983, 1987 and 1995. The first expedition excavated trenches inside the tower and catalogued hundreds of small archaeological finds. Ashes recovered indicate that early beche-de-mer operations may have burned the tower’s original timbers. Shoreline recession at Raine Island during the 1980s raised concerns about the long term stability of the beacon. A subsequent grant under the Australian Bicentennial Project enabled Scottish stonemason, Ian Watson, and crew to complete tower restoration and foundation repairs (1987) including, replacement block fabrication, sealing of the parapet top, and construction of an aluminium access ladder and viewing platform to enable future research observations. A related expedition in 1994 completed exterior pointing of stonework and the installation of lightning conductors. An archaeological investigation in 1995 by Austral Archaeology developed guidelines for long-term management including the development of a Raine Island Cultural Sites Conservation Policy. It is unlikely that significant new cultural items will be found within the national park. The stone beacon remains protected as a landmark of national cultural significance and is listed by the National Trust of Queensland.

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<tr>
<td>The high cultural heritage values of the park are reflected within park infrastructure management arrangements and practices.</td>
<td>A16. The status and preservation of shared history cultural heritage is monitored and recorded. &lt;br&gt; A17. Park management arrangements take account of existing cultural knowledge including results and recommendations of archaeological investigations and reports. &lt;br&gt; A18. As soon as practicable after the reporting of any major environmental impact (e.g. cyclone) on the national park, NPRSR will task a patrol to assess and record impacts upon shared cultural values and this information will be used to develop any necessary management response. &lt;br&gt; A19. The stone beacon including foundations, gravesite and historic names inscribed on the walls are preserved and protected from human and environmental damage.</td>
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### Public access and use

Apart from historical periods of occupation, Raine Island, MacLennan Cay and Moulter Cay have generally experienced low human visitor numbers due to the area’s remoteness. The importance of the national park is such that public recreation and tourism are not consistent with the area’s conservation and cultural status, as reflected in the management principles for national parks. In keeping with these principles, contemporary (authorised) access to the park is for management, research and cultural purposes and the level of access is considered to be very low.
For a permit to enter to be granted the proposed activity must achieve at least one (1) of the following benefits:

- Assist in the protection of the area’s exceptional scientific values or biological diversity.
- Generate new information of significance about the area’s exceptional scientific values or biological diversity.
- Assist in addressing or preventing disturbance to the processes of nature in the area.
- Assist in achieving the management goals for the area, particularly in a way QPWS may be less able to do. (For example a permit may be granted for the maintenance of an existing asset or structure).
- Assist in the maintenance of Aboriginal culture, including connection to country, conducted by the area’s Traditional Owners.

An application must also meet the following tests for the permit to enter to be granted:

- The activity cannot reasonably be conducted elsewhere, nor can the same outcomes be achieved using another method that could be conducted elsewhere.
- Impacts on the natural processes, scientific values or biological diversity of the area are either acceptable (for example in the overall favour of a threatened species) or able to be mitigated.
- Any information or knowledge generated is available to meet the conservation needs of the area or species and the overall use of knowledge is in the public interest.
- The activity will not adversely impact on the necessary management of the area.
- The activity will not cause a danger to property or health and safety that cannot be reduced to an acceptable level.
- The activity complies with the any relevant management instruments, codes, standards or agreements relevant to the area or species.
- Research activities are considered necessary, reasonable, ethical and valid.
- Participants are suitably qualified to conduct the activity in an environmentally sensitive and technically competent manner.
- The applicant is a suitable person to hold the authority.

The presence of Restricted Access Special Management Area(s) further restricts public access to marine park areas around Raine Island, Moulter Cay, and MacLennan Cay. The potential for unauthorised visits to the national park may increase in the future, particularly with growth in private vessels cruising northern Great Barrier Reef waters.

The location of the national park creates practical difficulties in managing unauthorised access. Inappropriate behaviours may impact upon key park values through seabird disturbance, vegetation damage and the introduction of pest plant and pest animal species. The potential operation of low-level (below 3000 feet) aircraft over or near the national park poses a threat to nesting seabirds. The airspace (extending to 3000 feet) above the State and Commonwealth Restricted Access Special Management Areas is restricted with marine park permits required prior to entry.

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<tr>
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<tr>
<td>The park is free of human activity except for approved access. (This includes activities to be undertaken by the Indigenous Parties, consistent with the Indigenous Land Use Agreement). Permitted access and use is consistent with the management principles for national parks under Section 17 of the Nature Conservation Act and NPRSR QPWS Policy Assessing applications for access to Raine Island National Park (Scientific) and the surrounding Marine Park Restricted Access Special Management Areas (including Moulter Cay and MacLennan Cay), and access permit requirements applicable within the adjacent Restricted Access – Special Management Areas Aircraft entry and over flight of the national park airspace above the cays is prohibited without a permit.</td>
<td>A20. Information is widely available on the park’s conservation significance and the access restrictions applying to Raine Island National Park and the adjoining Restricted Access Special Management Area(s). A21. Access permits issued to the Indigenous Parties will be consistent with the Indigenous Land Use Agreement and may restrict or exclude access to highly sensitive areas. A22. Where appropriate, legislative instruments and policy may be amended to manage unauthorised access to both the national park and the Restricted Access – Special Management Areas including the airspace. A23. Public access to the Raine Island National Park is restricted (all year). A24. Permits to enter or remain in the national park will generally only be granted in special circumstances consistent with section 17 of the Nature Conservation Act, NPRSR QPWS Regional Policy, and for purposes related to the conservation of the national park.</td>
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Education
Widespread media reporting of damage to coral reefs including global coral bleaching events has heightened community awareness of the climate vulnerability of coral reefs. The global importance of Raine Island for sea turtles and its protected management regime, combine to make it an important site within the Great Barrier Reef for advancing research and associated environmental education. Because public access to the national park is restricted, educational information is necessarily delivered off park. Educational materials including this Management Statement are available through the NPRSR website while a number of research and management publications featuring Raine Island are available via GBRMPA, research institutions and the internet.

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<tr>
<td>Educational institutions and the broader community are able to access departmental information regarding the importance of the national park as the world’s largest remaining sea turtle rookery and the most important seabird nesting island on the Great Barrier Reef.</td>
<td>A25. Web based information including the Raine Island National Park Management Statement is maintained and updated on the department’s website to provide a contemporary summary of management issues related to the national park.</td>
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<td>A26. A specific Raine Island National Park web page will be developed and reviewed as required.</td>
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Science
Raine Island has long been recognised as an important site for reef related research primarily concerning geomorphology, botany, seabird and sea turtle population dynamics. Early last century, Raine Island was the subject of sporadic research mostly related to seabirds. W. MacGillivray, an ornithologist, visited the island in 1910 and 1913. Contemporary research has been conducted since the 1970s concentrating on the island’s geomorphology and turtle and seabird populations. As a result Raine Island is now the focus of an extensive body of scientific knowledge including the age and development of the present-day reef and island, and globally significant green turtle nesting studies. A 2008 report by D Hopely School of Environmental Sciences James Cook University provides a review of the scientific status of Raine Island and the future implications of climate change. This report (and earlier studies) highlight the interconnectedness between the physical attributes of the island and reef and the sustainability of ecological processes and species. As an example, Raine Island supports a unique breeding and feeding association between the nankeen night heron Nycticorax caledonicus and the green turtle Chelonia mydas where turtle hatchlings become prey to the night herons.

The interrelationships between the physical processes and the ecology of the area require further research to ensure that management arrangements will protect endangered species such as the Herald petrel Pterodroma heraldica. A number of comparative research programs remain ongoing to address critical questions such as the sustainability of the turtle rookery and the causes of declining seabird populations. NPRSR is currently developing (in close association with key partners) a Raine Island Climate Change Adaptation Plan to mitigate climate change impacts upon the national park and associated sea turtles and seabirds. It is intended that this climate adaptation plan will complement and strengthen the actions contained within the management statement by determining future research priorities and adaptive management actions. Where research/access permits are issued, conditions will require that an authorised NPRSR officer accompanies research and other activities.

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<tr>
<td>Research and management activities provide a scientific basis for protecting island geomorphology and arresting the apparent decline of seabirds and sea turtles. Management of the national park is informed by a comprehensive and adaptive research program focused on understanding the natural and human induced threats to ecological values. Research programs are supported by a long term climate change adaptation plan which addresses cay dynamics and potential impacts upon seabird and sea turtle nesting.</td>
<td>A27. NPRSR and other agencies actively promote and support (where possible) a strategic program of management research for Raine Island National Park</td>
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<td>A28. Permits may be issued for appropriate activities (subject to detailed assessment) in accordance with legislative requirements and taking into account relevant policy, agreements and protocols.</td>
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<tr>
<td>A29. Park management information and published scientific research is available to inform the community of the parks conservation and scientific status.</td>
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<tr>
<td>A30. Actions contained within the Raine Island Climate Change Adaptation Plan are implemented by NPRSR and key partners.</td>
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Partnerships
Several authorities/organisations have had shared responsibilities toward the management of Raine Island, including the Raine Island Corporation and the Great Barrier Reef Marine Park Authority. As the Raine Island Corporation was dissolved in 2005, the principal management agencies are now NPRSR and the Great Barrier Reef Marine Park Authority. Management responsibilities are shared between Great Barrier Reef Marine Park Authority (Commonwealth) and NPRSR (Queensland) in partnership with the Indigenous Parties. The Indigenous Parties have aspirations for meaningful involvement in management of their land and sea country including the Raine Island National Park.

Access to the waters surrounding the national park is covered by the joint Commonwealth/State Restricted Access Special Management Areas, which have been declared around Raine Island, Moulter Cay and MacLennan Cay. Restricted Access Special Management Areas generally must not be entered without written permission from NPRSR and the Great Barrier Reef Marine Park Authority. It is intended that requests for approval to access the national park for the purpose of scientific research, and other related activities will be carefully assessed. Requests to access the national park for recreation and tourism purposes cannot be granted.

This management statement and the Indigenous Land Use Agreement promote the meaningful involvement of the Indigenous Parties in the management of the national park and adjacent marine parks, and provide a management framework within existing legislative frameworks that is consistent with their aspirations and interests.

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<td>Management of the national park and surrounding marine parks is co-ordinated between partner agencies and organisations including the Indigenous Parties.</td>
<td>A31. New partnership/funding options should be explored by NPRSR to support/continue long-term research/management programs.</td>
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<td>A32. To the extent permitted by legislation and statutory plans, permit assessment processes and arrangements will be complementary and co-ordinated between GBRMPA, NPRSR and the Indigenous Parties.</td>
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<td>A33. NPRSR will inform the Indigenous Parties about management issues including compliance matters within the Agreement Area and will maximise their involvement in management.</td>
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Other key issues and responses
Pest plants and animals
Observations of the vegetation on Raine Island have been recorded opportunistically since 1846. Periods of historical occupation of Raine Island were most significant in introducing a range of pest species including goats and various food plants, however none of these persisted in the harsh maritime environment. Two pest plants (introduced grasses) are currently recorded, crows foot grass *Eleusine indica* first recorded 1959, and coast button grass *Dactyloctenium aegyptium* first recorded 1981. Coast button grass *Dactyloctenium aegyptium* has also been recorded on Moulter Cay. Neither of these grass species is considered a management issue as they have been present for some time, their relative abundance varies with seasonal rainfall and they are currently considered unlikely to spread and impact upon native vegetation. Annual surveys of the national park by management staff have not indicated the presence of pest animals on any of the three islands.

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<tr>
<td>No new pest plants or pest animals are introduced to the national park. Crows foot grass <em>Eleusine indica</em> and coast button grass <em>Dactyloctenium aegyptium</em> continue to stabilize island environments and support seabird nesting but these plants have not displaced native island vegetation species.</td>
<td>A34. All three islands are monitored for the presence and abundance of pest plants and pest animals. Introduced pest plants will be monitored, controlled and or eradicated by appropriate means.</td>
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<td>A35. A pest plant seed hygiene and spread prevention plan is developed and implemented for all persons authorised to access the national park.</td>
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<td>A36. Crows foot grass <em>Eleusine indica</em> and coast button grass <em>Dactyloctenium aegyptium</em> are specifically monitored and if any negative impacts to other species are identified then response programs will be implemented.</td>
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Fire management

Fire is not permitted on Raine Island National Park as island ecosystem function and seabird breeding would be severely disrupted. Historical records suggest that the vegetation communities of Raine Island, Moulter Cay, and MacLennan Cay are not fire dependent or fire affected.

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<td>Fire will not occur on the national park.</td>
<td>A37. Access controls and fire exclusion policy will be strictly enforced.</td>
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Commercial use

As exceptional protected areas, national park (scientific) areas were afforded the highest level of protection under section 16 of the NCA. These areas have transitioned into national parks with Special Management Areas protecting their values. Commercial tourism and recreation use is not permitted within the Raine Island National Park. Other commercial activities will only be authorised in exceptional circumstances where the NCA management principles and the criteria outlined within section above are satisfied by the applicant’s proposal.

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<tr>
<td>Access to the national park is highly restricted and the national park remains largely free from commercial activities. To enable the success breeding of turtles and seabird of conservation significance and ensure the preservation of significant cultural heritage.</td>
<td>A38. All requests for use of the national park will be assessed against the Nature Conservation Act, operational policy, the management statement and the Indigenous Land Use Agreement.</td>
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Resource use

The resources of the national park are totally protected. The Indigenous Land Use Agreement provides that the Indigenous Parties Indigenous parties will not harvest any natural resources from the national park and will limit harvesting of natural resources from the remainder of the agreement area, to the taking of fish and invertebrates.

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<tr>
<td>The national park remains free from resource use.</td>
<td>A39. Resource use and or manipulation on the national park will be limited to approved research and management programs that address cultural and conservation issues and objectives and that are consistent with relevant legislation and the Indigenous Land Use Agreement.</td>
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<td>A40. The Raine Island National Park is included as a high priority location for Coastwatch aerial surveillance activities. To reduce operational impact to nesting seabirds, Coastwatch surveillance should be encouraged to avoid unnecessary flight direct over of the national park.</td>
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Infrastructure management

Management infrastructure is confined to appropriate advisory/restricted access signs (if necessary). Given the remoteness of the national park and the size of the cays, signs are currently located at Raine Island only.

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<tr>
<td>Visitors that inadvertently access the national park are informed of access restrictions by appropriate Island signs.</td>
<td>A41. Maintain minimal infrastructure necessary to inform and deter potential visitors attempting to access the national park without authorisation.</td>
</tr>
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</table>
## Visitor safety

The national park and adjacent reef areas are extremely remote and include a number of hazards associated with coral reef environments. In keeping with the permanent restrictions on public access, NPRSR has not developed specific visitor safety information. Subject to the nature of the activities authorised, individual access permits may include specific safety information or advice to the permit holder.

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<tr>
<td>Where appropriate, NPRSR will manage safety issues associated with activities</td>
<td>A42. Permit applicants will be required to inform NPRSR of proposed work methods and</td>
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<td>authorised to occur on the national park.</td>
<td>risk mitigation measures on the national park e.g. environmental/procedural risk</td>
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<td>assessment.</td>
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<td>A43. Where a specific permit application/assessment process highlights significant</td>
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<td>safety issues, NPRSR will ensure that these issues are managed with the applicant</td>
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<td>prior to authorising the activity/access on the national park.</td>
</tr>
</tbody>
</table>
References


Hopely, D. 2008 *Raine Island: Its past and present status and future implications of climate change*. Project report School of Environmental Sciences James Cook University.


Native plants for Raine Island National Park (Scientific) - Source DERM Wildnet Database 4 May 2009.


Appendix A – Maps

Map 1  Raine Island National Park - Location
Map 2 Tenure boundaries
Map 3  Key park features

- Possible Erosion Area
- Central Depression Area
- Beacon Tower
- Grassland Vegetation Zone
- Grave Stone
Appendix B – Definitions

Acronyms
NPRSR Department of National Parks, Recreation, Sport and Racing
GBRMPA Great Barrier Reef Marine Park Authority

Aboriginal cultural heritage
Aboriginal cultural heritage is anything that is:
(a) a significant Aboriginal area in Queensland; or
(b) a significant Aboriginal object; or
(c) evidence of archaeological or historic significance, of Aboriginal occupation of an area of Queensland.

Authorised management purposes
This means actions by managing agencies or authorised contractors only, necessary for the management of Raine Island National Park and approved infrastructure, under the Nature Conservation Act 1992 and subordinate legislation. This includes activities authorised within a national park by another act (for example the Native Title (Queensland) Act 1995). It does not include other actions/activities by groups or individuals who may be permitted to access the national park for specific purposes.

Berm
A heap or mound of accumulated sand commonly associated with beach areas.

Biodiversity status (regional ecosystems)
The Biodiversity Status is based on an assessment of the condition of remnant vegetation in addition to the pre-clearing and remnant extent of a regional ecosystem. The current Biodiversity Status of regional ecosystems is given on the Regional Ecosystem Description Database.

Biological diversity
1) Is the natural diversity of native wildlife, together with the environmental conditions necessary for their survival, and includes:
   (a) regional diversity, that is, the diversity of the landscape components of a region, and the functional relationships that affect environmental conditions in ecosystems; and
   (b) ecosystem diversity, that is, the diversity of the different types of communities formed by living organisms and the relations between them; and
   (c) species diversity, that is, the diversity of species; and
   (d) genetic diversity, that is, the diversity of genes in each species.
2) In subsection (1) - landscape components includes landforms, soils, water, climate, wildlife and land uses.

Coastal 500m line
Coastal 500m line is defined by the Marine Parks (Declaration) Regulation as:
(1) The coastal 500m line around an island, the mainland, a rock or a group of rocks, is the line every point of which is 500m seaward from the island, the mainland, the rock or the group of rocks, at low water.
(2) However, to the extent there is a fringing reef around the island, the mainland, the rock or the group of rocks, the coastal 500m line is the line every point of which is 500m seaward from the seaward edge of the fringing reef.

Coastal 5km line
Coastal 5km line is defined by the Marine Parks (Declaration) Regulation as:
(1) The coastal 5km line around an island or the mainland is the line every point of which is 5km seaward from the island or the mainland at low water.
(2) However, to the extent there is a fringing reef around the island or the mainland, the coastal 5km line is the line every point of which is 5km seaward from the seaward edge of the fringing reef.

Commercial activity
Any activity that is conducted for gain is considered a commercial activity and can be conducted only under a permit or agreement. Examples of commercial activities include: the hire or sale of goods or services; supplying services or facilities; commercial photography and filming; undertaking a guided tour, safari, scenic flight, cruise or excursion; advertising or promoting the use of a protected area or recreation area as part of a tour, safari, scenic flight, cruise or excursion; and advertising or promoting the use of a protected area or recreation area as a feature associated with a resort or tourist facility.

Cultural heritage
The values which people place on the landscape and their experience of it; it includes their knowledge and traditions, stories, songs, dances and relationships, as well as specific places, structures, and objects.
Ecologically sustainable

Ecologically sustainable use is:
(a) in relation to wildlife - the taking or use of the wildlife; or
(b) in relation to protected areas - the use of the areas within their capacity to sustain natural processes while;
(c) maintaining the life support systems of nature; and
(d) ensuring that the benefit of the use to present generations does not diminish the potential to meet the needs and aspirations of future generations.

Endangered wildlife
Native wildlife prescribed under the Nature Conservation Act as endangered. These species are listed under Schedule 2 of the Nature Conservation (Wildlife) Regulations 2006.

Facility
Facility is defined in the Great Barrier Reef Marine Park Act as including: a building, a structure, a vessel, goods, equipment or services.
The Marine Parks (Great Barrier Reef Coast) Zoning Plan 2004 has the same definition due to Section 3(2) of the zoning plan.

Group activity
An organised use of part of a protected area in a way that may interfere with general public use of the area (concert, rally, wedding, religious activity, organised sporting activity). It does not include traditional or customary activities for Aboriginal and Torres Strait Islander people.

Highest astronomical tide
Highest astronomical tide is defined by the Marine Parks (Declaration) Regulation as: means the highest level of the tides that can be predicted to occur under average meteorological conditions and under any combination of astronomical conditions.

ILUA

Indigenous Parties
The term agreed in the ILUA to describe and identify the Wuthathi Aboriginal and Erubam, Meriam and Ugarem Torres Strait Islander people as holders of native title rights and interests in the Agreement Area (including the national park).

Management principles for national parks
The management principles for national parks are specified in Section 17 of the Nature Conservation Act:

1. A national park is to be managed to—
   (a) provide, to the greatest possible extent, for the permanent preservation of the area’s natural condition and the protection of the area’s cultural resources and values; and
   (b) present the area’s cultural and natural resources and their values; and
   (c) ensure that the only use of the area is nature-based and ecologically sustainable; and
   (d) provide opportunities for educational and recreational activities in a way consistent with the area’s natural and cultural resources and values; and
   (e) provide opportunities for ecotourism in a way consistent with the area’s natural and cultural resources and values.

1A. However, if the whole or part of a national park is declared as a special management area, the management of the park or part may include—
   (a) for a special management area (controlled action), either or both of the following—
      (i) the manipulation of the area’s natural and cultural resources to protect or restore the area’s natural or cultural values;
      (ii) the continuation of an existing use of the area consistent with maintaining the area’s natural and cultural values; and
   (b) for a special management area (scientific), the following—
      (i) activities or measures to protect the area’s exceptional scientific values;
      (ii) controlled scientific study and monitoring of the area’s natural resources;
      (iii) the control of threatening processes relating to threatened wildlife, including threatening processes caused by other wildlife and controlling threatening processes by manipulating the threatened wildlife’s habitat.

Management principles for wildlife
The management principles of protected wildlife are specified in section 73 of the Nature Conservation Act

Protected wildlife is to be managed to—
(a) conserve the wildlife and its values and, in particular to—
(i) ensure the survival and natural development of the wildlife in the wild; and
(ii) conserve the biological diversity of the wildlife to the greatest possible extent; and
(iii) identify, and reduce or remove, the effects of threatening processes relating to the wildlife; and
(iv) identify the wildlife’s critical habitat and conserve it to the greatest possible extent; and
(b) ensure that any use of the wildlife—
(i) for scientific study and monitoring; or
(ii) for educational, recreational, commercial and authorised purposes; or
(iii) by Aboriginal people under Aboriginal tradition or Torres Strait Islanders under Island custom;
is ecologically sustainable.

Nature based
In relation to the use of a protected area, includes scientific, educational, spiritual, intellectual, cultural, recreational and biodiscovery under the Biodiscovery Act 2004.

Near threatened wildlife
Native wildlife prescribed under the Nature Conservation Act as near threatened wildlife. These species are listed under Schedule 5 of the Nature Conservation (Wildlife) Regulation 2006.

Noisy
Noisy activities impact on the background soundscape to a level:
(a) that a reasonable person may feel annoyance or may be displaced by the noise. The actual level will vary depending on a number of other factors however as a guide noise levels greater than 10 dB(A) above the background soundscape are generally considered annoying and a level of between 5-10 dB(A) may be annoying depending on other conditions; or
(b) which negatively impacts on wildlife.
Note – the Environmental Protection Act 1994 and subordinate legislation also has relevant requirements for noisy activities/equipment.

Of concern (regional ecosystem)
For biodiversity planning purposes, regional ecosystems are assigned a NPRSR Biodiversity Status of concern if 10-30% of its pre-clearing extent remains unaffected by moderate degradation and/or biodiversity loss. Moderate degradation and/or biodiversity loss is defined as floristic and/or faunal diversity is greatly reduced but unlikely to recover within the next 20 years even with the removal of threatening processes; or soil surface is moderately degraded.

Pest management system
Adopted as the Queensland Parks and Wildlife Service state-wide standard, the system is a collection of two types of documents allowing Queensland Parks and Wildlife Service to meet legislative obligations and achieve conservation outcomes:
(a) planning documents to facilitate pest management planning
(b) operational documents to guide on-ground pest management.

Pest plants and animals
Any species, strain or biotype of plant, animal or pathogenic agent injurious to endemic biota or ecosystems.

Precautionary principle (Taken from section 3.5.1 of the Intergovernmental Agreement on the Environment)
Where there are threats of serious or irreversible environmental damage, lack of full scientific certainty should not be used as a reason for postponing measures to prevent environmental degradation. In the application of the precautionary principle, public and private decisions should be guided by:
(a) careful evaluation to avoid, wherever practicable, serious or irreversible damage to the environment; and
(b) an assessment of the risk-weighted consequences of various options.

Protected area
An area of land or sea especially dedicated to the protection and maintenance of biological diversity, and of natural and associated cultural resources, and managed through legal or other effective means.

Purpose of the Marine Parks Act 2004
These are specified in section 5 of the Marine Parks Act:
(1) The main purpose of this Act is to provide for conservation of the marine environment.
Regional ecosystems
Regional ecosystems were defined by Sattler and Williams (1999) as vegetation communities in a bioregion that are consistently associated with a particular combination of geology, landform and soil. Readers should refer to this publication for background information about regional ecosystems and the bioregional planning framework used in Queensland. Compilation of the information about regional ecosystems presented in Sattler and Williams (1999) was derived from a broad range of existing information sources including land system, vegetation and geology mapping and reports. However, the framework is dynamic and is regularly reviewed as new information becomes available. During the past few years the Queensland Herbarium has developed a program for explicitly mapping regional ecosystems across Queensland. This has resulted, and will continue to result, in updates to the descriptions and status of regional ecosystems. Therefore updated regional ecosystem descriptions in the format of Sattler and Williams (1999) are maintained in the Regional Ecosystem Description Database.

Species of conservation significance
Species of conservation significance are those plant and animal species listed:

- as endangered, vulnerable or near threatened under schedules 2, 3 and 5 of the Nature Conservation (Wildlife) Regulation
- as endangered or vulnerable under the Environment Protection and Biodiversity Conservation Act
- under the Bonn Convention, China-Australia Migratory Bird Agreement, Japan-Australia Migratory Bird Agreement or Republic of Korea-Australia Migratory Bird Agreement.

Sustainable
Maintaining the life support system of nature and ensuring that the benefits of the use to present generations does not diminish the potential to meet the needs and aspirations of future generations.

Take
Taking an animal, plant or marine product is defined in the Commonwealth Great Barrier Reef Marine Park Zoning Plan as:

(a) removing, gathering, catching, capturing, killing, destroying, dredging for, raising, carrying away, bringing ashore, interfering with and obtaining (by any other means) the animal, plant or marine product; and

(b) attempting to do anything mentioned in paragraph (a).

The Marine Parks (Great Barrier Reef Coast) Zoning Plan 2004 has the same definition due to Section 3(2) of the zoning plan.

Vessel
Vessel is defined in the Great Barrier Reef Marine Park Act as: means a ship, boat, raft or pontoon or any other thing capable of carrying persons or goods through or on water, and includes a hovercraft.

The Marine Parks (Great Barrier Reef Coast) Zoning Plan 2004 has the same definition due to Section 3(2) of the zoning plan.

Visitor
Is anybody who visits a park or forest for recreational and education purposes rather than employment.

Visitor experience
Is the sum total of a visitor’s personal interaction with protected areas and people, an interaction that awakens the senses, affects the emotions, stimulates the mind, and leaves the visitor with a sense of attachment to these special places.

Visitor facility
Structures which support visitor use and safety and which reduce unintended impacts on natural resources. The term applies to structures or facilities which are built and maintained — tracks, toilets, camping areas, car parks, signs, roads, etc.

Vulnerable wildlife
At the State level, vulnerable species are those species listed as vulnerable under schedule 3 of Queensland’s Nature Conservation (Wildlife) Regulation 2006. At the national level, vulnerable species are those species listed as vulnerable under the Commonwealth’s Environment Protection and Biodiversity Conservation Act 1999.